DOCUMENT RESUME

ED 312 441 CE 053 524

AUTHOR Latta, E. Michael
TITLE The Clash of Ideas Is the Sound of Freedom: A Statement on the Vocational Education Study.
INSTITUTION North Carolina State Advisory Council on Vocational Education, Raleigh.
PUB DATE 20 Feb 87
NOTE 51p.; For a related document, see ED 281 037.
PUB TYPE Viewpoints (120)

EDRS PRICE MF01/PC03 Plus Postage.
DESCRIPTORS Advisory Committees; *Educational Administration; *Educational Change; *Educational Policy; Higher Education; *Politics of Education; Secondary Education; *State Departments of Education; State Government; State Legislation; State Officials; *Vocational Education
IDENTIFIERS *North Carolina

ABSTRACT

Only time will tell whether state and local policy makers in North Carolina will decide to implement some or all of the 25 recommendations for vocational education made in "Vocational Education Study: Final Report," released in November 1986 by the Research Triangle Institute. If their reaction is similar to that for previously made recommendations, the policy makers will give these recommendations little attention. But perhaps these recommendations are different in that they have already been the subject of four hearings throughout the state, and eight other reports during 1986 have reinforced the overall tone of the study. That tone is that vocational education is an essential program for the public schools; it is the major program thrust of community colleges; it is a teacher education area that needs special attention by the universities and colleges in the state; and it is available for the clientele of nearly nine state departments. The State Advisory Council on Vocational Education supports (or agrees in concept with) the recommendations and points out that of the study's 25 recommendations, the council had already made recommendations similar, at least in part, to 19. The council believes that its own recommendations made over the years would be easier to implement and would have a more immediate, as well as long-term effect, than those proposed in the study. (CML)

****
* Reproductions supplied by EDRS are the best that can be made *
* from the original document. *
****

ED312441

U.S. DEPARTMENT OF EDUCATION
Office of Educational Research and Improvement
EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)

☑ This document has been reproduced as received from the person or organization originating it.

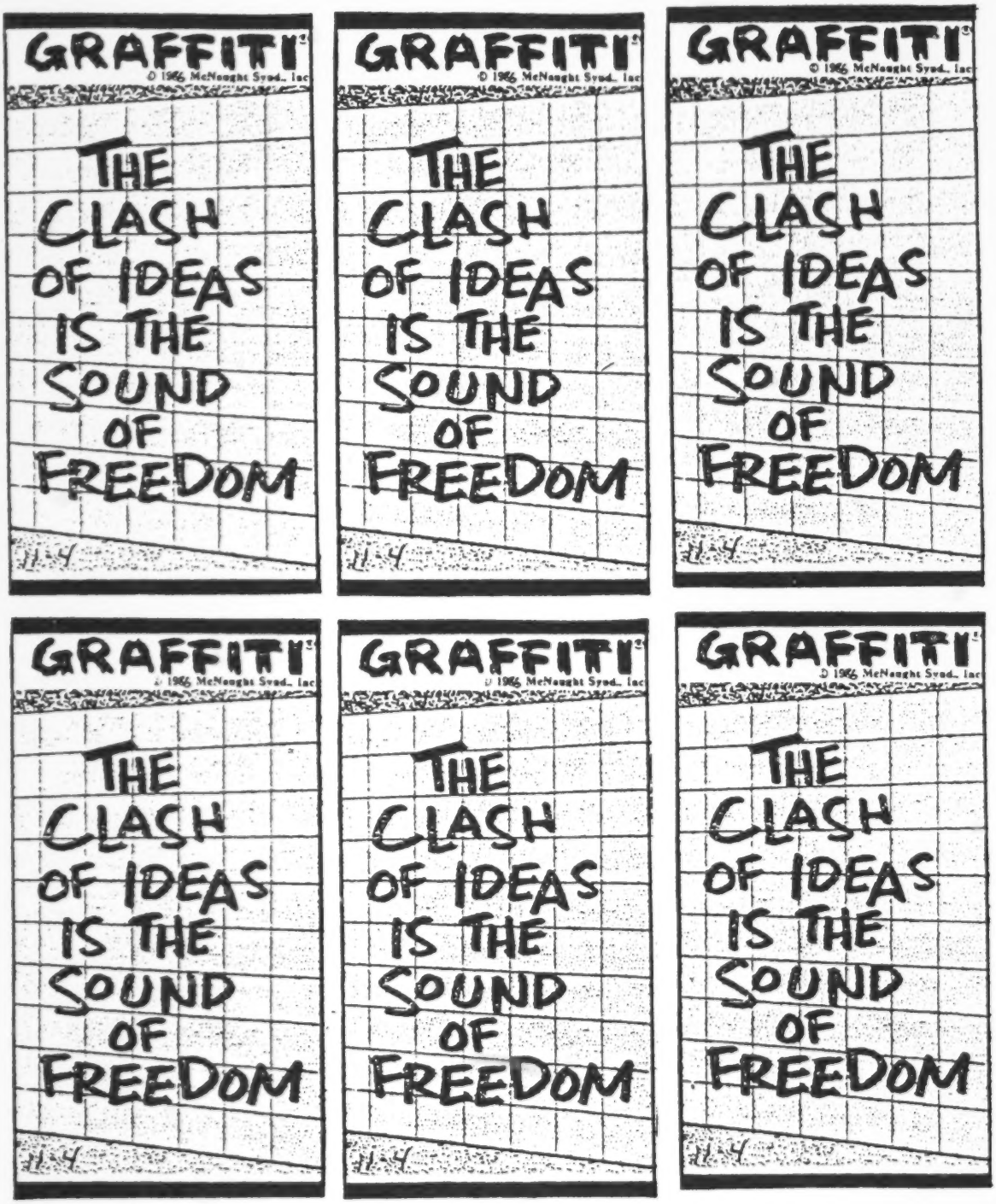
☐ Minor changes have been made to improve reproduction quality.

• Points of view or opinions stated in this document do not necessarily represent official OERI position or policy.

"PERMISSION TO REPRODUCE THIS MATERIAL HAS BEEN GRANTED BY

E M Latta

TO THE EDUCATIONAL RESOURCES INFORMATION CENTER (ERIC)."



CE 053524

BEST COPY AVAILABLE

THE CLASH OF IDEAS IS THE SOUND OF FREEDOM:

A Statement on the Vocational Education Study

by
E. Michael Latta
Executive Director

for the
State Advisory Council on Vocational Education

Adopted on
February 20, 1987

EXECUTIVE SUMMARY

The Vocational Education Study: Final Report was released by the Research Triangle Institute (RTI) in November 1986. The Vocational Education Study, hereinafter called the Study, was developed by RTI, under contract with the Joint Legislative Commission on Governmental Operations, hereinafter called the Commission. The Study contained twenty-five (25) specific recommendations for the state's policymakers to consider. The State Advisory Council on Vocational Education, hereinafter called The Council, supports (or agrees in concept) with a substantial majority of the recommendations in the Study. In fact, The Council already had made recommendations related to nineteen of the recommendations (in whole or in part) that are in the Study. It is not important, however, what agency or organization has made recommendations (or when they were made or under what circumstances they were made), the question is: Will there be a substantial response to the recommendations in the Study? If previously made recommendations of a similar nature are evaluated, the lack of response by the state's leaders is clear. Little attention has been given.

Perhaps the difference between the recommendations of the Study and previous recommendations of others is that the Study has already been the subject of four hearings throughout the state. Also, eight other reports issued in the state during 1986 reinforce the overall tone of the Study; namely, vocational education is an essential program for the public schools; the major program thrust of community colleges, a teacher education area needing special attention by the universities and colleges in the state, and that vocational education programs are available for the clientele in nearly a dozen state departments. The Study, however, does not decide directions for the future. Only state and local policymakers can make those decisions. What decisions will these leaders make? Only

time will tell. The Council, however, would be bold enough to state that the Study conducted for the Commission would not have been necessary if the major recommendations of The Council had been addressed over the years. Even now The Council believes that its recommendations would be easier to implement and would have a more immediate impact, as well as long-term effect, than those proposed in the Study.

THE CLASH OF IDEAS IS THE SOUND OF FREEDOM:

A Statement on the Vocational Education Study

"The Clash of Ideas is the Sound of Freedom" is the lead title of this paper for at least two reasons. First, the title is a reminder that it was only two hundred years ago, 1787, when the Constitution of the United States was established that prescribes what "We the People" believe. It was four years later when the ten original amendments, better known as the Bill of Rights, were ratified. North Carolina was one of the states that withheld its approval of the Constitution until the Bill of Rights was proposed. The first Bill of Rights, among other expressions, declares that "Congress shall make no law ... abridging the freedom of speech ...," allowing people a constitutional right to express their ideas. Second, the lead title of this paper is a reminder that there are many different ideas about the role and function of vocational education in the state.

The Vocational Education Study: Final Report was released by the Research Triangle Institute (RTI) in November 1986. The Vocational Education Study, hereinafter called the Study, was developed by RTI, under contract with the Joint Legislative Commission on Governmental Operations, hereinafter called the Commission. The contract with RTI by the Commission was entered into on May 1, 1986 and, among other requirements, called for RTI to "make up to four oral presentations of the final report after its acceptance by the Commission to the public at various sites within this state as to be determined by the Commission." The services of the contract "shall be completed by the 31st day of December 1986." The authority for the Commission to contract for the Study had been authorized by the 1985 General Assembly (see Appendix I).

What led the General Assembly to authorize the Study? While all of the reasons for the Study are not certain, it is reasonable to assume that one of the

reasons was An Action Plan, issued by the North Carolina Commission on Education for Economic Growth in April, 1984 that stated:

> In developing the State Basic Education Program, the State Board of Education should undertake a thorough review of vocational education and should develop a plan to maintain the relevance of vocational education in a changing economy.

When the General Assembly authorized the Study in 1985, the State Board of Education had not officially responded to the suggestion that a review of vocational education be undertaken. Hence, the General Assembly decided to act on its own. It is true, however, as the General Assembly was authorizing the Study, that the Department of Public Instruction of the State Board of Education already had underway a Curriculum Study: Vocational Education, subsequently issued in 1986. It is important not to confuse the Study conducted for the Commission, and the Curriculum Study: Vocational Education, A Report from the Vocational Education Curriculum Study Committee to the State Board of Education. It would be easy to be confused by the similarity of the titles of these reports. The Study, however, is a comprehensive review of vocational education in the state, whereas the Curriculum Study focuses attention on the programs of vocational education in the public schools. The Study conducted for the Commission is the focus of this paper as the State Advisory Council on Vocational Education, hereinafter called The Council, has already spoken to the Curriculum Study. The Council's concern about the Curriculum Study: Vocational Education is contained in Appendix II. Reiterated is a critical observation of The Council about the Curriculum Study. This report:

> ... reveals that two-thirds of the 60 recommendations can be implemented by 'Enforce[ing] Existing Policy.' Even eliminating the 20 recommendations that also require funding, this analysis indicates that substantial improvement in vocational education in the public schools

can be accomplished by implementing existing policies.

> The Study ... supports the Council's 1984 recommendation that the State Board of Education provide more effective leadership for vocational education. Further, this Study suggests that the Department of Public Instruction is not implementing existing Board policies. In responding to the Curriculum Study the Board needs to be aware that of the 60 recommendations, one-third requires new policies; one-third can be implemented under existing policies with additional funds; and one-third of the recommendations can be implemented by enforcing existing policies.

The 1986 published version of the Curriculum Study contains the phrase "Continue Existing Policy" of the State Board of Education as opposed to the earlier document that was reported to the State Board of Education that contained the phrase "Enforce Existing Policy." The Council's view has been and continues to be that it makes little sense to have policies, or using the phrase from the published Curriculum Study "Continue Existing Policy," if the staffs of the Departments of the State Board of Education are not going to "Enforce Existing Policy" related to vocational education.

As to the Study prepared for the Commission, how were the Study items developed? Essentially, the elements of the Study (see Appendix I, Numbers (1) through (5)) were developed by The Council. The events leading up to these items being studied were as follows:

(1) Following the release of An Action Plan in 1984, the State Board of Education began determining its approach to the Plan. At its August 12, 1984 meeting, the Board members discussed the possibility of requesting The Council to undertake a review of vocational education. Accordingly, the Chair of the Vocational Education Committee of the State Board of Education appeared before The Council at its August 1986 meeting. After hearing the request of the State Board of Education, the following motion was adopted:

The Council directed that between this meeting and the November meeting the Executive Committee discuss and clarify the issues pertaining to the study of secondary vocational education and present a recommendation(s) as to how to deal with this issue at the next meeting.

(2) From September to December 1984, several key events took place related to a review of vocational education. These events were summarized by the Chair of The Council when he appeared before the State Board of Education on December 5, 1984. His statement, in part, was:

> At your August 1984 meeting you asked The Council to consider conducting a Review of Vocational Education. This request to The Council originated from a recommendation from the Commission on Education for Economic Growth that the State Board of Education conduct such a review. That recommendation was directed to this Board in April 1984.
>
> I met with you at your September 1984 meeting to begin the process to determine what sort of Review was needed and how the Review was to be financed. At that meeting you approved a motion which made $20,000 available to The Council -- if The Council agreed to conduct the Review. At that meeting I proposed that the Executive Committee of The Council meet with ... Board Members to determine objectives of the Review. The meeting was held on September 21, 1984, and the objectives were identified, and it was agreed that The Council would determine the costs of having the Review conducted.
>
> The Council completed its agreed upon assignment, that of asking for quotes from outside sources, and I transmitted the essence of our findings to you in a letter of November 7 -- which you discussed at your November 14 meeting.
>
> In summary, my letter of November 7 said that I would recommend to The Council that it match your offer of $20,000 to conduct a Review, provided that the remaining funds which would be needed to conduct an adequate Review are provided. This recommendation was made and approved at the November 16 meeting of The Council. This action was taken with the knowledge that you had reviewed our letter of November 7 as well as with the knowledge that you had requested The Council to go forward with the Review utilizing the funds in hand. ...
>
> The Council feels that it should not go forward with the Review at this time since we have determined that an adequate Review can cost as much as $150,000.

> It is the feeling of The Council that, if the State Board wants a Review conducted, needed funds should be sought from the Governor, the General Assembly, foundations, or other sources so that a comprehensive study can be conducted.

In this statement, the Chair of The Council refers to a letter to the State Board of Education of November 7, 1984. It is in Appendix III.

(3) Based on this statement by the Council's Chair, the State Board of Education decided that it could have a review of vocational education completed for less money and authorized its staff to expand the Curriculum Study, previously mentioned, as it was already underway in the Division of Vocational Education of the Department of Public Instruction. (Parenthetically, the Study conducted for the Commission cost $74,970. The State Board has not reported the cost of its Curriculum Study.)

(4) Notwithstanding the fact that the State Board of Education had expanded the Curriculum Study: Vocational Education as a response that a review of vocational education be conducted, the 1985 General Assembly authorized its Study. When the legislature was seeking to determine the components of its Study, The Council's list of study elements, which had originally been developed by The Council when it was considering a review of vocational education for the State Board of Education, were utilized. The Study elements, as well as the projected cost authorized by the General Assembly, were in large measure those developed by The Council. (Again, see Appendix I.)

The RTI report addressed each legislative mandate in the Study as authorized by the 1985 General Assembly. The twenty-five (25) specific recommendations from the Study are in Appendix IV. As important as these recommendations are, it is desirable to review the Study recommendations in view of at least three other

factors: (1) an analysis of the statements at the four public hearings suggests that nearly everyone was negative about the Study in general and certain recommendations in particular; (2) most of the recommendations, if they are implemented, would require action by the General Assembly and/or the State Board of Education and/or the State Board of Community Colleges as well as a response by the Board of Governors of the University of North Carolina; and (3) eight other reports, issued during 1986 in the state, should be considered in relationship to the Study. Those eight other reports are listed in Appendix V. The role of vocational education in the state cannot be fully understood without reviewing these reports as they impact on the Study.

The Council's statement to each Study recommendation is in relation to a review of the aforementioned reports as well as The Council's previous recommendations. The Study recommendations and The Council's statement on each recommendation are as follows:

The North Carolina General Assembly should:

> Recommendation 1: Enact an Education and Work Act that would (1) affirm the central importance of work-related education; (2) provide a strong mandate for changing the course of public secondary education; and (3) clarify the role of public school education as it relates to the community college mission in North Carolina. Mandate the restructuring, within a specified time frame, of public secondary education according to the work-related, occupational cluster concept outlined above. Direct the State Board of Education to provide the General Assembly with a plan and accompanying budget describing the proposed activities and projected costs required to carry out the intent of the Act within the prescribed time.
>
> The Council's Statement: While Recommendation 1 is appropriate in concept, the General Assembly does not need to take this action for at least the following reasons: (a) The Council recommended in 1976 that an overall statewide policy on vocational education be established. (b) The 1977 General Assembly responded. In that

year vocational education was established as a state function in the public secondary schools, making it "... an integral part part of the educational process." (c) Likewise, the 1984 General Assembly enacted the Elementary and Secondary Reform Act. That Act had this provision: "It is the policy of the State of North Carolina to create a public school system that graduates good citizens with the skills demanded in the marketplace, and the skills necessary to cope with contemporary society, using state, local and other funds in the most cost-effective manner." In addition, the Reform Act required the State Board of Education to adopt a Basic Education Program (BEP). The law states that the BEP "shall describe the education program to be offered to every child in the public schools," one of which is to be "vocational education." What is needed in order to achieve Recommendation 1 is for the State Board of Education to PROVIDE MORE EFFECTIVE LEADERSHIP FOR VOCATIONAL EDUCATION, a recommendation The Council made in 1984. (d) The mission of the community college system is clearly stated in Chapter 115-D of the General Statutes. Moreover, the General Statutes allowed local boards of trustees the following authority:

> ... notwithstanding any law or administrative rule to the contrary, local administrative boards and local school boards may establish cooperative programs in the areas they serve to provide for college courses to be offered to qualified high school students with college credits to be awarded to those high school students upon the successful completion of the courses. Provided, further, that during the summer quarter, persons less than 16 years old may be permitted to take noncredit courses on a self-supporting basis, subject to rules of the State Board of Community Colleges.

Recommendation 2: Revise the General Statutes of the State of North Carolina pertaining to vocational education to reflect a cluster approach to the provision of vocational education programs, services, and activities in the Public School System.

The Council's Statement: It is not necessary for the General Assembly to amend the General Statutes to accomplish Recommendation 2. If this action is warranted, and there is a substantial body of evidence to support this recommendation, the State Board of Education, as well as local boards of education, have sufficient legal power to act. Again, what is missing is leadership from the State Board and local boards in regard to vocational education. An endorsement of Recommendation 2 by The Council should not be interpreted to support Recommendation 10. See The Council's Statement following that recommendation for clarification.

The State Board of Education and the Department of Public Instruction should:

Recommendation 3: Review and revise as necessary all education policies to ensure that they are fully compatible with the philosophy and mandated structure for implementation of work-related education.

The Council's Statement: The response to Recommendation 1 is an adequate statement to Recommendation 3 in that, if the current mandates of the General Assembly are implemented, this recommendation is likely to be achieved.

Recommendation 4: Require that all pupils enroll in an Introduction to Occupations program at grades 7 and 8 that is integrated with a statewide career information system.

The Council's Statement: The concept of Recommendation 4 is a good one. It appears that the recommendation would require one course, Introduction to Occupations, at grades 7 and 8. If this is to require the same course both years, The Council does not

agree; if it is to require only the one course, The Council believes that there are several other courses of a similar nature that local boards should be allowed to select from in making them available to students. Currently, about 50 percent of the students in the middle grades enroll in a prevocational education course. To add the other 50 percent will require additional state funds, which The Council supports.

Recommendation 5: Develop a listing of approved occupational clusters.

The Council's Statement: The Council supports Recommendation 5 and again pointed out that the State Board of Education through the Department of Public Instruction has the necessary authority to accomplish this recommendation. See The Council's Statement to Recommendation 2 for further clarification.

Recommendation 6: Develop cluster-based curriculum for each approved occupational cluster.

The Council's Statement: The Council agrees. Please see response to Recommendations 5 and 21.

Recommendation 7: Review textbooks and other instructional materials in the areas of math, language arts, science and social studies to determine the need for additional work-related curricula and instructional materials.... Develop appropriate instructional materials as required to support the work-related, occupational cluster concept in those areas where coverage is deficient and/or there is a paucity of work-related examples and applications.

The Council's Statement: Recommendation 7 is a good concept. See The Council's Statement under Recommendations 1, 2, 5, 6, and 21.

Recommendation 8: Provide in-service workshops to assist teachers in utilizing the developed materials in an effective

and efficient manner.

The Council's Statement: This is a good recommendation. In The Council's nearly twenty years of making recommendations, more recommendations have been made regarding the need for improving in-service and pre-service experiences of vocational teachers than any other recommendation. The problem still needs attention.

Recommendation 9: Define the basic skills requirements for success in employment requiring no more than a high school education. Use these requirements as a basis for establishing minimum basic skills proficiency levels. Develop remedial instruction programs and procedures for early identification and remediation of pupils with deficiencies.

The Council's Statement: This is a good recommendation and The Council supports its implementation. Some work to accomplish Recommendation 9 is already underway in the state.

Recommendation 10: Provide guidelines to local public school systems for phasing out existing occupational-specific programs.

The Council's Statement: The Council does not agree with Recommendation 10 as it does not support the "Phasing out [all] existing occupational-specific programs." The word "all" has been inserted in the preceding statement as the reading of this sentence implies "all" to The Council. While there are some occupational-specific courses that should be phased out, all of them should not be. The Council basically agrees with an editorial published by the Oxford Public Ledger on December 1, 1986 as its statement to Recommendation 10. See Appendix VI. Also see The Council's Statement after Recommendation 11.

Recommendation 11: Support the maintenance of a statewide network of industry-education councils.

The Council's Statement: This is a good recommendation. The word "maintenance" is critical to this recommendation. While local boards of education (as well as local boards of trustees for community college institutions) have had "local advisory councils" in operation for many years, the term "industry-education councils" is a better name for these councils. However, research conducted by The Council reveals that only about 30 percent of these local advisory councils are effective. If local advisory councils are to be effective, a "maintenance" effort will be necessary. That is why The Council has made seven recommendations on this topic over the last eighteen years; the latest recommendation in 1981. That recommendation was for the State Board of Education and for the State Board of Community Colleges to DETERMINE THE TRAINING NEEDS FOR LOCAL ADVISORY GROUPS AND PROVIDE THAT TRAINING AS A REGULAR ACTIVITY. Prior to 1981, the State Board of Education provided policy direction for the community college institutions as well as public schools.

Recommendation 12: Establish cojointly with the Community College Board guidelines for articulation with Community College System programs.... Participate in cooperative efforts with the Community College System (as indicated in Recommendations 17 and 18).

The Council's Statement: The first sentence of Recommendation 12 is strongly supported by The Council (even though the word "cojointly" cannot be found in a dictionary). The Council has made a half dozen specific recommendations on the topic of articulation over the last eighteen years. Appendix VII contains The Council's major recommendations on articulation, the years in which the recommendations were made, and the State Board of Education's

(SBE's) response, if known. Again, when these recommendations were made, the State Board of Education was responsible for establishing policy for both the public schools and the community college institutions. It was not until 1981 that the General Assembly established a separate board to oversee the community college system. On the topic of articulation, however, it should be noted that the State Board of Education and the State Board of Community Colleges met together in January 1987 and, among issues, agreed to address and work toward the concept proposed in the first sentence of Recommendation 12.

As to the second sentence of Recommendation 12, The Council does not agree that the community college system should be (or could be) the "presumptive provider of occupational-specific education in North Carolina," as recommended in Recommendation 17. It is presumptuous to believe the community colleges could implement this recommendation, even if it agreed to be the "presumptive provider of occupational-specific education" for the state. See The Council's Statement in regard to Recommendation 10 for further clarification.

The Department of Community Colleges should:

Recommendation 13: Conduct a detailed study of the actual cost of instruction over the various programs with the objective of establishing revised budgeting formulas to reimburse institutions for actual cost for their program and student configurations.

The Council's Statement: The Council agrees with Recommendation 13. In fact, three times a similar recommendation has been made to the State Board of Community Colleges (or to the State Board Education when it was the policymaking body for the community college

system) by The Council; once in 1975, again in 1978, and again in 1982. As importantly, an almost identical recommendation was made by the "Sanford Commission" in 1980 (named for Senator Terry Sanford, then President of Duke University) when the State Board of Community Colleges was being initiated.

Recommendation 14: Re-examine the tradition of special allocations by the General Assembly, in terms of its potential deleterious impact on equity among the institutions, and on the strength of the State Board to operate the System as a System.

The Council's Statement: The Council agrees with Recommendation 14. In fact, The Council made a similar recommendation to the State Board of Community Colleges (SBCC) in 1984. The specific recommendation was that the SBCC PETITION THE GENERAL ASSEMBLY TO ENACT A LAW WHICH WOULD PROHIBIT THE INTRODUCTION OF SPECIAL BILLS FOR INDIVIDUAL COMMUNITY COLLEGE INSTITUTIONS.

Recommendation 15: Intensify current efforts to examine the adequacy of faculty salaries and instructional equipment, toward identifying instances where the quality of vocational/technical education may be unacceptable or minimal.

The Council's Statement: The Council agrees with Recommendation 15. This should be an ongoing effort of the SBCC. Educational and political leaders of the state acknowledge that the average salary of the instructors in the community college system is at or near the bottom of comparable institutions in the south. To improve the quality of teachers in the community college system, The Council, in 1984, made a recommendation that the SBCC DEVELOP A PLAN TO TRAIN NEEDED SKILLS TEACHERS (for the first two years) THROUGH THE COMMUNITY COLLEGE SYSTEM. At that time, The Council found that nearly 30 percent of the fulltime faculty members in the community college system who

teach vocational and technical education have less than a four-year degree, whereas nearly 18 percent have less than a two-year degree.

Recommendation 16: Where urgent needs for improvement to bring programs up to acceptable quality are found to exist, assess alternatives for improvement other than wholesale increase of general or specific appropriations.

The Council's Statement: The Council agrees with Recommendation 16. For further clarification, see The Council's Statement to Recommendations 13 and 14.

Recommendation 17: Accept the Community College System role of presumptive provider of occupational-specific education in North Carolina and work with the Department of Public Instruction and local school systems to bring about an orderly and timely transfer of occupational-specific educational responsibilities from the public high schools to the local community colleges and technical institutes.

The Council's Statement: The Council does not agree with Recommendation 17. It is neither practical nor necessary. It is probably not possible to achieve. There are over 300 secondary schools in the state located in 140 school administrative units of the state. Most offer occupational-specific vocational education programs. There are 58 community colleges, all of them serving adults whose average age is nearly thirty. While The Council does support effective and well planned efforts to improve the vocational education programs at the local level, Recommendation 17 is not the right approach. See The Council's Statement on Recommendation 11 and the statement about the first sentence of Recommendation 12 for further clarification. Also, see The Council's Statement following Recommendation 1.

Recommendation 18: Initiate a joint task force of members of the State Board of Education and the State Board of Community Colleges (with assistance of their departmental staff members,

as appropriate) to establish improved cooperation and articulation between the two systems and between local public school and community college boards and educational programs.

The Council's Statement: The Council agrees with Recommendation 18. See also The Council's Statement about the first sentence of Recommendation 12 for further clarification.

The North Carolina Job Training Coordinating Council, the State Advisory Council on Vocational Education, and other State agencies should:

Recommendation 19: Continue current and planned initiatives toward clarification and coordination of JTPA and economic development activities in the state.

The Council's Statement: The Council agrees with Recommendation 19. Further in response to this recommendation, among other reasons, The Council adopted on February 20, 1987 a paper entitled "An Evaluation of the Adequacy and Effectiveness of the Vocational Education Program Delivery Systems Assisted Under the Carl D. Perkins Vocational Education Act (VEA) and under the Job Training Partnership Act (JTPA)." Many of the findings and recommendations in that paper provide for clarification and coordination of the JTPA and economic development activities in the state, especially the relationship and the role of vocational education. The executive summary for that paper is Appendix VIII.

The Labor Market Information Division (and the State Occupational Information Coordinating Committee) should:

Recommendation 20: Reappraise the nature and extent of labor market information needs with the intent of revising the system so as to better meet priority needs.

The Council's Statement: The Council agrees with Recommendation 20. In fact, in a 1981 report entitled: "The North Carolina Occupational Information Coordinating Committee: A Study of Its Progress," The

Council, among other recommendations, recommended "that the NC SOICC examine the accuracy of the data being supplied and develop ways to improve its accuracy." More recently, The Council's Chair, in testimony on March 18, 1985, before a Joint House-Senate State Legislative Subcommittee on Vocational Education that held a hearing on the State Plan for Vocational Education, stated that:

The data that is used in this State Plan to estimate the number of individuals who should be trained in the various fields is just that, estimates.

Today, the state does not have a good data base for planning programs. This is one of the reasons the U.S. Congress, beginning in 1977, provided some funds for the state to establish a SOICC (State Occupational Information Coordinating Committee). Unfortunately, to date, little has been accomplished. More recently, an "Oversight Committee for Official Labor Market Information" issued a report. This report, if implemented, in concert with the SOICC working through the ESC (Employment Security Commission) would go a long way in establishing a valid data base for planning vocational/technical programs in our state. Accordingly, the Chair of the State Council made the following recommendation to the Subcommittee on Vocational Education that it:

Urge the Committee of the General Assembly that reviews the Office of the ESC (Employment Security Commission) to request the ESC, in concert with the SOICC, to work toward more accurate data, preferably on a county-by-county basis, so better planning can take place.

The Department of Public Instruction should:

Recommendation 21: Update Competencies and Guidelines for Approved

Teacher Education Programs to (1) reflect the need for all middle school and high school teachers of basic skills subjects (i.e., English, mathematics, science, and social studies) to be able to relate the subject being taught to the world of work and (2) reflect the recommended shift from occupational-specific education to cluster-based vocational education ....

The Council's Statement: As to the section of the recommendation following number (1), The Council agrees in concept. In fact, as to teacher education programs, The Council has offered a ten-point strategy for improving the teacher preparation systems, with special attention to vocational teachers. The ten points for improvement are in Appendix IX, and it is from a paper entitled "A Statement to the Board of Governors on the Preparation of Teachers," adopted by The Council on February 21, 1986. As to the section of the recommendation following number (2) in the sentence, The Council does not agree fully with this subpart of Recommendation 21. The Council acknowledges its support for cluster-based vocational education without eliminating "all" occupational-specific courses. See The Council's Statement following Recommendations 5, 6, and 7 for further clarification.

Recommendation 22: Develop and implement in-service teacher training to enhance the emphasis on relating the subject being taught to the world of work.

The Council's Statement: The Council agrees with Recommendation 22. Further, see The Council's Statement to Recommendations 1 and 21 as well as Appendix IX.

Recommendation 23: Revise the credentialing requirements for vocational education teachers to emphasize their equal status with other teachers.

The Council's Statement: The Council agrees with this recommendation,

too. Number VII in Appendix IX states The Council's position. That is: "The standards for and the preparation of vocational education personnel should be essentially the same as for other educators."

The institutions of higher education in North Carolina that maintain teacher preparation programs should:

Recommendation 24: Include in teacher training programs an emphasis on relating public school subjects being taught to the world of work. Adjust teacher training categories and content to match the redefined (by DPI) role of vocational education.

The Council's Statement: The Council agrees with this recommendation in concept as expressed in the first sentence. Again, Appendix IX is referenced.

Recommendation 25: Establish (in each institution of higher education in the state that is involved in teacher training) a single department or school as responsible for coordination of all public school teacher education (including vocational teacher preparation).

The Council's Statement: The Council agrees with Recommendation 25. In the aforementioned referenced paper entitled: "A Statement to the Board of Governors on the Preparation of Teachers," The Council made an almost identical observation; namely, "One school/department ought to be in charge and responsible for all of the programs for teachers, including vocational education teachers."

Summary: Clearly, the Study has made a number of important recommendations for the state's policymakers to consider. Moreover, this paper indicates that The Council supports (or agrees in concept) with a substantial majority of the recommendations in the Study as the chart (next page) shows. In fact, the evidence in this chart shows that The Council already had made recommendations related to nineteen of the recommendations (in whole or in part) that are in the Study. It is not important, however, what agency or organization has made

THE COUNCIL'S POSITION ON THE TWENTY-FIVE RECOMMENDATIONS IN THE VOCATIONAL EDUCATION STUDY

Study Recommendation Number	Council Agrees with the Recommendation	Council Agrees In Part with the Recommendation	Council Agrees In Concept with the Recommendation	Council Disagrees with the Recommendation	Council's Previous Recommendation Made On This Topic
1			Yes		Yes, in part
2				Yes	No
3			Yes		No
4			Yes		Yes, in part
5	Yes				No
6	Yes				No
7			Yes		Yes
8	Yes				Yes
9	Yes				Yes
10				Yes	No
11	Yes				Yes
12		Yes			Yes, in part
13	Yes				Yes
14	Yes				Yes
15	Yes				Yes
16	Yes				Yes
17				Yes	No
18	Yes				Yes
19	Yes				Yes
20	Yes				Yes
21		Yes			Yes, in part
22	Yes				Yes
23	Yes				Yes
24	Yes				Yes
25	Yes				Yes

recommendations (or when they were made or under what circumstances they were made), the question is: Will there be a substantial response to the recommendations in the Study? If previously made recommendations of a similar nature are evaluated, the lack of response by the state's leaders is clear. Little attention has been given. For example, the fifty-three (53) recommendations, made by the late Governor Dan K. Moore's report of 1968 entitled "Occupational Education for the Public Schools of North Carolina," still need to be addressed. When The Council reprinted that report in November 1982, Governor Moore observed in a cover letter that: "Many of the recommendations are still relevant." And, so they are. Likewise, the recommendations of The Council have received little attention. For a summary of the recommendations made by The Council from 1968 through 1985, see Appendix X. Other significant recommendations have been made since 1985. In fact, The Council would be bold enough to state that neither the Study conducted for the General Assembly nor reports 3 and 8 in Appendix V would have been necessary if the major recommendations of The Council had been addressed over the years. Even now The Council believes that its recommendations would be easier to implement and would have a more immediate impact, as well as long-term effect, than the Study.

Perhaps the difference between the recommendations of the Study and previous recommendations of others is that the Study has already been the subject of four hearings throughout the state. Also, eight other reports (See Apppendix V) reinforce the overall tone of the Study; namely, vocational education is an essential program for the public schools; the major program thrust of the community colleges, a teacher education area needing special attention by the universities and colleges in the state, and that vocational education programs are available

for the clientele in nearly a dozen state departments. These eight reports as well as the Study for the Commission do not decide directions for the future. Only state and local policymakers can make those decisions. What decisions will these leaders make? Only time will tell.

VOCATIONAL EDUCATION STUDY

Sec. 27. (a) The Joint Legislative Commission on Governmental Operations shall study the relationship of vocational education and skills training offered in public schools, community college system institutions, and proprietary institutions, as well as public and private colleges and universities and training under the Job Training Partnership Act.

The study shall:

(1) Examine the General Statutes applicable to vocational and technical education and determine whether the statutes are being implemented;

(2) Review current studies of vocational and technical education needs and practices to identify key findings that are relevant to North Carolina; and

(3) Determine the current status of vocational and technical education in North Carolina. The status review shall examine:

a. What is offered;
b. Where it is offered;
c. What equipment and facilities are used;
d. By whom it is taught and to whom it is taught;
e. What happens to the graduates;
f. What it costs and who pays for it;
g. Whether there is unnecessary duplication; and
h. Whether it is in compliance with federal funding requirements.

(4) Review the status of vocational and technical teacher training in North Carolina. This review shall include examining:

a. Where vocational and technical instructors are trained;
b. By whom they are trained; and
c. The supply of and demand for these instructors.

(5) Recommend the shape and structure of a more effective and efficient vocational and technical delivery system in North Carolina. This shall identify current policies, standards, and practices that should be continued and recommend needed changes to implement the improved system.

The Joint Legislative Commission on Governmental Operations may hire a consulant to assist it in this study in accordance with G.S. 120-79.

(b) To the extent not forbidden by federal law, of the funds available to the State Board of Education for vocational education, the State Budget Office shall allocate to the Joint Legislative Commission on Governmental Operations one hundred thousand dollars ($100,000) for fiscal year 1985-86 for the study mandated in subsection (a) of this section.

(c) To the extent not forbidden by federal law, of the funds available to the Department of Natural Resources and Community Development pursuant to the Job Training Partnership Act, the State Budget Office shall allocate to the Joint Legislative Commission on Governmental Operations one hundred thousand dollars ($100,000) for fiscal year 1985-86 for the study mandated in subsection (a) of this section.

Senate Bill 1 (p.24-25)

STATE ADVISORY COUNCIL ON VOCATIONAL EDUCATION

530 NORTH WILMINGTON STREET
WATSON HOUSE
RALEIGH, NORTH CAROLINA 27604
(919) 733-2064

PAUL SAPERSTEIN
CHAIRMAN

E. MICHAEL LATTA
EXECUTIVE DIRECTOR

September 11, 1985

Dr. A. Craig Phillips
Secretary
State Board of Education
Education Building
Raleigh, North Carolina

Dear Mr. Secretary:

Let me congratulate you and the many others who have worked long and hard to produce the Curriculum Study: Vocational Education, A Report from the Vocational Education Curriculum Committee to the North Carolina State Board of Education, 1985. I would like to request 15 copies, one for each Council members. As you know, this Council has not been directly involved with this Study, but I am sure they will want to review it.

On balance, I think that the Study is a good one. However, there is one section that surprised me. The matrix on pages 65-74 reveals that two-thirds of the 60 recommendations can be implemented by "Enforce[ing] Existing Policy." Even eliminating the 20 recommendations that also require funding, this analysis indicates that substantial improvement in vocational education in the public schools can be accomplished by implementing existing policies.

The Study, in my opinion, supports the Council's 1984 recommendation that the State Board of Education provide more effective leadership for vocational education. Further, this Study suggests that the Department of Public Instruction is not implementing existing Board policies. In responding to the Curriculum Study the Board needs to be aware that of the 60 recommendations, one-third require new policies; one-third can be implemented under existing policies with additional funds; and one-third of the recommendations can be implemented by enforcing existing policies. I am therefore requesting that this letter be shared with the members of the State Board of Education for their information.

Sincerely,

Mike Latta

E. Michael Latta

EML

cc: Mr. Joe Webb
Dr. Clifton Belcher

STATE ADVISORY COUNCIL ON EDUCATION
530 NORTH WILMINGTON STREET
WATSON HOUSE
RALEIGH, NORTH CAROLINA 27604
(919) 733-2064

THOMAS B. BROUGHTON
CHAIRMAN

E. MICHAEL LATTA
EXECUTIVE DIRECTOR

November 7, 1984

MEMORANDUM

TO: Members of the State Board of Education

FROM: Thomas B. Broughton TBB

SUBJECT: Review of Vocational Education

In its report, the Commission on Education for Economic Growth recommended that the State Board of Education (SBE) conduct a Review of Vocational Education. At your September meeting, the SBE requested that The Council consider undertaking the Review of Vocational Education. The Board provided The Council with a list of seven issues to be examined in the Review and offered The Council $20,000 for use in conducting the Review.

The Executive Committee of The Council met with members of the SBE to discuss the Review. At that meeting (on September 21, 1984), The Council's Executive Committee agreed to develop the scope of and determine the probable cost of conducting such a Review. In responding to this commitment from The Council's Executive Committee, the staff of The Council sought assistance from more than two dozen educational leaders in determining the scope of the Review. Later, eight education research firms were asked to provide estimates of the cost of the Review. Four firms responded, providing estimates for both a "bare-bone" study and a more elaborate study. The figures cited ranged from $65,000 to $500,000. The highest estimate was provided by a firm which recently conducted a similar study for the State of Texas. The average of the cost estimates for the fully developed study was $280,000. The average estimated cost of the basic study was $150,000.

The Council, recognizing the importance of a Review of Vocational Education, wishes to respond positively to the Board's request. Although The Council's budget for non-operational items is limited, I will recommend at its November 16th meeting that it match the Board's offer of $20,000 to conduct the Review. If the matching funds are approved by The Council, we will await a decision by the Board concerning the need for additional funds with which to have the Review conducted. Based upon the average estimated cost of the basic study, the additional needed funds will total approximately $110,000.

TBB:els

cc: Dr. A. Craig Phillips
Mr. Joe Webb
Dr. Clifton Belcher

RECOMMENDATIONS OF THE VOCATIONAL EDUCATION STUDY FINAL REPORT

November 1986

The North Carolina General Assembly should:

Recommendation 1: Enact an Education and Work Act that would (1) affirm the central importance of work-related education (2) provide a strong mandate for changing the course of public secondary education and (3) clarify the role of public school education as it relates to the community college mission in North Carolina. Mandate the restructuring, within a specified time frame, of public secondary education according to the work-related, occupational cluster concept outlined above. Direct the State Board of Education to provide the General Assembly with a plan and accompanying budget describing the proposed activities and projected costs required to carry out the intent of the Act within the prescribed time.

Recommendation 2: Revise the General Statutes of the State of North Carolina pertaining to vocational education to reflect a cluster approach to the provision of vocational education programs, services, and activities in the Public School System. More specifically, redefine the purpose of vocational skills development to emphasize the preparation of individuals for paid or unpaid employment in recognized clusters of occupations. Rescind the requirement that local vocational plans or applications be required to provide supportive labor market data. Redefine vocational skills development to mean a program, service, or activity designed to prepare individuals for paid or unpaid employment in a cluster of related occupations.

The State Board of Education and the Department of Public Instruction should:

Recommendation 3: Review and revise as necessary all educational policies to ensure that they are fully compatible with the philosophy and mandated structure for implementation of work-related education. Disseminate policy changes to local school representatives and hold sessions to ensure that the intent of the policy changes is clearly understood.

Recommendation 4: Require that all pupils enroll in an Introduction to Occupations program at grades 7 and 8 that is integrated with a statewide career information system. Update the existing Pre-vocational program to include business/commerce, trades/crafts, scientific/professional, and services exploratory laboratories. Support these laboratories with an appropriate statewide career information system provided by the North Carolina Occupational Information Coordinating Committee.

Recommendation 5: Develop a listing of approved occupational clusters. Make explicit the organizational rationale for the formulation of each cluster; identify occupations within each cluster and provide justification for their inclusion. Additional research may be required to provide adequate rationale for formulation of specific clusters.

Recommendation 6: Develop cluster-based curriculum for each approved occupational cluster. Review existing vocational education curricula and group into appropriate clusters. Retain for possible inclusion into cluster-based curriculum those content segments that pertain to generalized content across cluster-specific occupations. Ensure that cluster-based curricula is competency based. Sequence developed cluster competencies by grade and ability level within grades. Wherever possible, draw compentencies from already developed materials. Establish minimum proficiency levels for grade and ability levels.

Recommendation 7: Review textbooks and other instructional materials in the areas of math, language arts, science and social studies to determine the need for additional work-related curricular and instructional materials. Review secondary level textbooks and other curricular materials to determine the extent and appropriateness of educational content support provided for each cluster area. Develop appropriate instructional materials as required to support the work-related, occupational cluster concept in those areas where coverage is deficient and/or there is a paucity of work-related examples and applications.

Recommendation 8: Provide in-service workshops to assist teachers in utilizing the developed materials in an effective and efficient manner.

Recommendation 9: Define the basic skills requirements for success in employment requiring no more than a high school education. Use these requirements as a basis for establishing minimum basic skills proficiency levels. Develop remedial instruction programs and procedures for early identification and remediation of pupils with deficiencies.

Recommendation 10: Provide guidelines to local public school systems for phasing out existing occupational-specific programs.

Recommendation 11: Support the maintenance of a statewide network of industry-education councils. The purpose of these councils would be to promote active employer involvement in work-related education. The establishment of the work-related, occupational cluster concept would provide a strong basis for a public-private partnership. Councils members should represent applicable clusters of occupations rather than single specific occupations.

Recommendation 12: Establish cojointly with the Community College Board guidelines for articulation with Community College System programs. These guidelines should specify recommended procedures for the establishment of local articulation committees as well as a suggested agenda for local articulation efforts. Participate in cooperative efforts with the Community College System (as indicated in Recommendations 17 and 18).

B. Conclusions and Recommendations Related to the Community College System

The weight of the evidence has suggested that:

The North Carolina Community College System is dedicated to the provision of vocational/technical education and is unlikely to be diverted from primary emphasis on this essential mission.

The program emphasis of, and accessibility to, Community College System vocational/technical education is generally adequate for meeting the needs of students and employers.

There was, however, strong evidence that:

The quality of Community College System vocational/technical program offerings sometimes suffers as a result of budgetary problems, some mismatch between program instructional content and program needs, and unnecessary duplication among community college institutions and between community college institutions and public schools.

To address the needs implied in the latter conclusion, we recommend the following: Of note is that recommendations 13 and 14 are discussed in detail in another recent RTI study.[51]

The Department of Community Colleges should:

> Recommendation 13: Conduct a detailed study of the actual costs of instruction over the various programs with the objective of establishing revised budgeting formulas to reimburse institutions for actual costs for their program and student configurations.
>
> Recommendation 14: Re-examine the tradition of special allocations by the General Assembly, in terms of its potential deleterious impact on equity among the institutions, and on the strength of the State Board to operate the System as a System.
>
> Recommendation 15: Intensify current efforts to examine the adequacy of faculty salaries and instructional equipment, toward identifying instances where the quality of vocational/technical education may be unacceptable or minimal.
>
> Recommendation 16: Where urgent needs for improvement to bring programs up to acceptable quality are found to exist, assess alternatives for improvement other than wholesale increase of general or specific appropriations (e.g., combining resources through counsortia programs with neighboring institutions, discontinuance of high cost programs with inadequate student or employer markets, introduction of state-of-the-art instructional technology).

Two final Community College System recommendations are based upon the inadequacy of cooperation and articulation between the two current major providers of vocational/technical education--the public schools and the community colleges/technical institutes. We suggest that much of the current lack of cooperation and articulation is a result of the current overlap in responsibilities. This condition would be greatly alleviated if our recommendation for restructuring of vocational education in the public schools is followed. We recommend that the Community College System:

> Recommendation 17: Accept the Community College System role of presumptive provider of occupational-specific education in North Carolina and work with the Department of Public Instruction and local

---

51/ See Bibliography Item 44. This study also recommended that consideration be given to modifying the funding formula to fit some administrative costs driven by unduplicated headcount, and that allocation of instructional costs (for the present) continue to be based on FTE.

school systems to bring about an orderly and timely transfer of occupational-specific educational responsibilities from the public high schools to the local community colleges and technical institutes.

Recommendation 18: Initiate a joint task force of members of the State Board of Education and the State Board of Community Colleges (with assistance of their departmental staff members, as appropriate) to establish improved cooperation and articulation between the two systems and between local public school and community college boards and educational programs.

C. Conclusions and Recommendations Related to JTPA Programs

We, unfortunately, cannot draw a solid conclusion concerning any needs for an over-all reorganization of the general administration of JTPA programs or for increased coordination of JTPA and other economic development efforts. In regard to the supposed need for further integration of JTPA with economic development efforts and coordination between JTPA and other manpower development programs (as discussed in Subsection IV.6), we note that sufficient specific evidence of such needs has not been identified by available reports and interviewed personnel to provide a basis for a strong conclusion. While we have (in other sections of this report) drawn conclusions and made recommendations regarding organizational aspects of vocational/technical education (including JTPA) in the Public School System and Community College System, those conclusions and recommendations are based, at least in part, on a reasonably clear understanding of "reasons for being" of those agencies. A thorough analysis of the organizational roles related to JTPA of other agencies (i.e., Department of Commerce, Department of Corrections, Department of Labor, Department of Human Resources, and the Department of Natural Resources and Community Development) must include a thorough analysis of the over-all mission and purpose and operational procedures of a major portion of the total State government. Such an analysis clearly is beyond the scope of this study. Also of note is that (as detailed in Appendices D and F of this report) the numbers of citizens served and the level of State funding for JTPA-related services are quite small as compared with other vocational/technical education programs. A strong federal presence regarding decisions as to how JTPA monies may be expended also limits the possibilities of State control. Such factors would appear to indicate the prudency of placing the emphasis of this study on other aspects of vocational/technical education. We can, however, conclude that:

The current and planned State initiatives by the Economic Development Committee of the North Carolina Job Training Coordinating Committee, the State Advisory Council on Vocational Education and other State agencies toward clarifying and coordinating the various agency JTPA activities are justified and appropriate for addressing organizational issues as they relate to JTPA programs.

Another conclusion regarding the current labor market information system is that:

The current labor market information system has a number of shortcomings that are, at least in part, results of competing and perhaps unclear demands placed on the system. Any real improvement likely must be based upon clarification and prioritization of system needs. The system is not likely to succeed at being all things to all people.

Based upon the information and opinions discussed under the related issues and concerns, the several conclusions noted above, and the previous recommendations regarding the mission of vocational/technical education in the Public School System and Community College System, we make the following two recommendations.

The North Carolina Job Training Coordinating Council, the State Advisory Council on Vocational Education and other State agencies should:

Recommendation 19: Continue current and planned initiatives toward clarification and coordination of JTPA and economic development activities in the State.

The Labor Market Information Division (and the State Occupational Information Coordinating Committee) should:

Recommendation 20: Reappraise the nature and extent of labor market information needs with the intent of revising the system so as to better meet priority needs. These activities should follow clarification (as recommended in other subsections of this report) of the vocational education mission of two major users of the State labor market information system (the Public School System and the Community College System).

D. Conclusions and Recommendations Related to Teacher Preparation

Two sets of issues and concerns listed in Section IV of this report have strong implications for conclusions and recommendations regarding teacher preparation. First, the discussions related to the Public School System vocational education mission (in Subsection IV.A) has implications for teacher preparation needs to meet that mission. Second, the discussion related specifically to teacher preparation (in Subsection IV.D) includes concerns

regarding the nature and extent of teacher preparation. Together, these two sets of issues/concerns, along with the related discussions, support an initial conclusion that:

> Any decision regarding the nature and extent of preparation of vocational education teachers for the public school system must be preceded by a decision as to the mission of vocational education in the public school system; i.e., decisions regarding teacher preparation must be based on decisions as to what the teachers are expected to do once the teachers are prepared.

To the extent, then, that the above is a valid conclusion, further conclusions that address the issues and concerns regarding teacher preparation must rely heavily on our conclusions regarding a redefined role of vocational education in the Public School System. The following conclusions are thought to be logical extensions of our recommended role for vocational education as it applies to the needs for teacher preparation to support that role.

> There is a need for all middle school and high school teachers of subjects directly related to success in the world of work (including teachers of English, mathematics, science, and social studies) to be more proficient in the use of concrete, work-related examples as a means for making the curriculum content more pertinent to pupil needs and interests.
>
> There is a need for the standards for public school vocational education teachers and the related general nature of vocational education teacher preparation to be essentially the same as for other public school teachers. This need particularly applies to those vocational areas (e.g., trades and industry) that currently emphasize specialization in a particular occupation (but would no longer do so if our recommendations regarding the mission of public school vocational education were followed).
>
> There is a need for increased coordination of vocational education teacher preparation within the institutions of higher education to insure an appropriate relationship between preparation related to <u>how</u> to teach and preparation related to <u>what</u> to teach.

Following are specific recommendations for improving vocational education teacher preparation by addressing the needs indicated in the above conclusions.

<u>The Department of Public Instruction should:</u>

> <u>Recommendation 21: Update Competencies and Guidelines for Approved Teacher Education Programs to (1) reflect the need for all middle school and high school teachers of basic skills subjects (i.e., English, mathematics, science, and social studies) to be able to relate the subject being taught to the world of work and (2) reflect</u>

the recommended shift from occupational-specific education to cluster-based vocational education (as described in Subsection V.A of this report). This latter item applies particularly to the guidelines for trades and industry teachers, which should be combined with, or restructured more along the lines of, the current guidelines for industrial arts teachers.

Recommendation 22: Develop and implement in-service teacher training to enhance the emphasis on relating the subject being taught to the world of work.

Recommendation 23: Revise the credentialing requirements for vocational education teachers to emphasize their equal status with other teachers. Make the undergraduate or graduate degree requirements of vocational education teachers similar to the requirements for other teachers. Rescind any requirement for proficiency in a specific occupation.

The institutions of higher education in North Carolina that maintain teacher preparation programs should:

Recommendation 24: Include in teacher training programs an emphasis on relating public school subjects being taught to the world of work. Adjust teacher training categories and content to match the redefined (by DPI) role of vocational education.

Recommendation 25: Establish (in each institution of higher education in the State that is involved in teacher training) a single department or school as responsible for coordination of all public school teacher education (including vocational teacher preparation).

APPENDIX V

REPORTS THAT NEED TO BE READ
IN RELATIONSHIP TO THE
VOCATIONAL EDUCATION STUDY

(1) STATE ADMINISTERED EMPLOYMENT AND TRAINING PROGRAMS, AN INVENTORY OF JTPA RELATED PROGRAMS, issued by the Office of State Budget and Management, May 16, 1986.

(2) THE NORTH CAROLINA COMMUNITY COLLEGE STUDY: MISSION, ENROLLMENT AND STAFFING PATTERNS, FUNDING PROCEDURES, AND ADMINISTRATION AND GOVERNANCE, FINAL REPORT, prepared for The North Carolina State Board of Community Colleges by the Research Triangle Institute, May 1986.

(3) ANALYSIS OF DECLINING ENROLLMENT IN SELECTED VOCATIONAL PROGRAMS, prepared for the North Carolina Department of Community Colleges by the Center for Urban Affairs and Community Services, North Carolina State University, May 1986.

(4) NORTH CAROLINA'S BLUEPRINT FOR ECONOMIC DEVELOPMENT: A Strategic Business Plan for Quality Growth, issued by the North Carolina Commission on Economic Development, no date (released in late summer of 1986).

(5) NORTH CAROLINA COMMISSION ON JOBS AND ECONOMIC GROWTH, REPORT, November 12, 1986.

(6) THE EDUCATION OF NORTH CAROLINA'S TEACHERS: A Report to the 1987 North Carolina General Assembly, from the Task Force on the Preparation of Teachers of the Board of Governors of the University of North Carolina, November 14, 1986.

(7) STATE OF NORTH OPERATIONAL AUDIT REPORT, NORTH CAROLINA JOB TRAINING PARTNERSHIP ACT PROGRAM, issued by the Office of the State Auditor, December 1986.

(8) CURRICULUM STUDY: VOCATIONAL EDUCATION, A Report from the Vocational Education Curriculum Study Committee to the North Carolina State Board of Education, issued by the North Carolina Department of Public Instruction, 1986.

Oxford Public Ledger Monday, December 1, 1986

Vocational Education Proposal Ridiculous

John Beach — Editor

A couple of weeks ago the success of Gabe Russell, bricklaying instructor at J. F. Webb, was the subject of this column. Since then a couple of things have happened in this area.

First, I have been advised that some of the academic teachers have been talking to Mr. Russell along the line of bricklayers who make $21 per hour making more money than they do. Well, folks, if you add up $21 per hour times 40 hours and 52 weeks (bricklayers may not work year-round because of the weather), you come up with a figure that not only exceeds those of teachers, but those of all principals, and the associate and assistant superintendents. If he does work 52 weeks a year and gets some overtime, his wages will surpass that of the superintendent also.

All I can say about that is more power to him. He knows where his bread is buttered and the world needs bricklayers, just like it needs teachers. The criticism of this way of living in this manner reminds me of the one teachers made a few years ago about the $4 million the state spent building a horse arena at the State Fairgrounds. To have given this to teachers would have meant $5 for each teacher in the state, and after all, the state has people who love horses and deserve the attention of the legislature as well as anyone else. By the way, the arena paid for itself in fees in less than two years.

At about the same time that column was published the state was sending out summaries of a vocational education study done by the Research Triangle Institute under the auspices of the Subcommittee on the Study of Vocational Education, co-chaired by Rep. William T. Watkins and Sen. Kenneth C. Royall Jr.

Among other things, the study recommends that the curriculum content for each cluster be oriented toward knowledge-skills-attitudes necessary for success in the particular cluster of occupations. The curriculum would include traditional course titles (e. g., English, math, science, social science); however, the content of such courses would become (at the upper grade levels) increasingly differentiated and related to job success in each occupational cluster.

It recommends that early identification and remediation of pupils deficient in basic skills be emphasized. Alternative approaches might be used, but not other emphasis would divert time and resources from the task of ensuring that all pupils obtain, to the extent of their abilities, proficiency in basic skills.

One paragraph of the report says that all occupation-specific programs in the public school system would not receive any new commitments of resources and would be phased out over a reasonable period of time. The report recommends, if I understand it, that the occupational education in public schools be largely conceptual in nature and that the teaching of the mechanics o of such things a masonry, etc., be done at the community college and techical institute level.

For many years students not academically inclined left school upon reaching the legal age of 16. Vocational education has reduced that substantially over the years. To eliminate the programs as we know them would be detrimental to the students who cannot either afford the time or money to continue their education beyond the high school level.

That part of the study I find ridiculous.

Articulation

1970

That continuing efforts to articulate general and occupational education at all levels in the state be encouraged by financial support.

SBE response: UNKNOWN.

That when major redirections of programs and/or resources are to be made, strong efforts for communicating impending changes should be made as early and effectively as possible to assure adequate planning by local education agencies.

SBE response: UNKNOWN.

1971

That articulation efforts between secondary and postsecondary institutions be continued and further strengthened to the end that programs (and guidance activities) at the two levels are complementary and provide a planned transition from high school occupational education programs into postsecondary occupational education programs.

SBE response: UNKNOWN.

1973

That a task force of secondary and postsecondary occupational education personnel representing all major occupational areas, selected administrators, and other relevant persons be appointed to examine opportunites and techniques for curriculum articulation of occupational education programs between the two levels, including a clear statement of mission, goals, and role of each, and to make such recommendations as are needed to enhance this effort.

SBE response: The 1975 State Plan contained a statement that a task force committee had not been designated officially at that time. However, the Board noted that it felt that articulation efforts for secondary and postsecondary education in North Carolina were at an all time high with activities being conducted in 112 different locations.

1974

That a task force be established (secondary--postsecondary) to examine articulation improvement and that one consideration be the establishment of a system of challenge exams in each subject area across the state at the postsecondary level and to establish a uniform basis of advanced placement.

SBE response: The Board stated in the 1976 Plan that it had implemented a Part C project with Duplin County Schools and James Sprunt Technical Institute to determine a system of articulation between several occupational program areas being conducted at the secondary and postsecondary levels. A steering committee including representatives of the LEA, the technical institute, Department of Community Colleges, and Department of Public Instruction was formed to give direction to the project. Also, a Department of Community Colleges, Part D, funded project was conducted between Vance-Granville Technical Institute and the surrounding counties to study the manpower needs and to determine curriculum needs in the LEAs and the technical institute.

APPENDIX VIII

EXECUTIVE SUMMARY

The purpose of this summary is to report the findings and recommendations of an evaluation of the adequacy and effectiveness of the vocational education program delivery systems assisted under the Carl D. Perkins Vocational Education Act (VEA) and under the Job Training Partnership Act (JTPA) conducted by the State Advisory Council on Vocational Education, hereinafter called the State Council. By federal law, the findings and recommendations are to be provided, in writing, to the Governor; the State Board of Education and the State Board of Community Colleges; the State Job Training Coordinating Council; and the U.S. Secretaries of Education and Labor.

FINDINGS AND RECOMMENDATIONS

The State Council **FINDS** that the delivery systems in our state are not organized and administered so as to ensure that the VEA and the JTPA are as adequate or effective as they could be.

The State Council **RECOMMENDS**, as it did in 1984, that the State Board of Education and the State Board of Community Colleges jointly request the General Assembly to exercise its authority over the Job Training Partnership Act (JTPA) in order to focus the funds for training.

The State Council **FINDS** that there is limited coordination taking place between the VEA and the JTPA.

The State Council **FINDS** no compelling need for two different pieces of federal legislation regulating the VEA and the JTPA.

The State Council **RECOMMENDS** to the State Boards that when the Congress is considering the VEA and/or the JTPA legislation in the future that the State Boards seek a new piece of federal legislation which will fold together the VEA and the JTPA. It is **FURTHER RECOMMENDED** that such federal legislation contain a provision for an independent State Council on Vocational Education and Job Training, combining the functions of the State Job Training Coordinating Council and the State Advisory Council on Vocational Education.

The State Council **FINDS** that the lack of adequate coordination between the VEA and the JTPA is a problem that has been enlarged at the state level.

The State Council **RECOMMENDS** as a first step to improved coordination is to locate the state administration of the JTPA in the Department of Administration (DOA).

The State Council **RECOMMENDS** that the State Job Training Coordinating Council (SJTCC) be established as an independent unit from the State Office of JTPA,

with a separate staff, in order for the SJTCC to be able to implement its state and federal requirements in a more effective manner.

The State Council **FINDS** limited efforts to assure that the JTPA will be adequately coordinated with the VEA.

The State Council **RECOMMENDS** that (a) the administration of the JTPA programs in the Department of Public Instruction of the State Board of Education be moved from its current location and be reorganized within the Division of Vocational Education; (b) any future contracts between the State Boards assure a direct relationship between the VEA and the JTPA; and (c) the State Boards encourage the local boards that contract with a Private Industry Council (PIC) assure coordination between the VEA and the JTPA and that all the JTPA programs be administered by the local director(s) of the VEA, including the summer youth program of the JTPA.

The State Council **FINDS** that adequate coordination of JTPA, in this case Title III, with the VEA has not been achieved.

The State Council **RECOMMENDS** again the recommendations it made in 1984. They are:

(1) That the North Carolina Employment Security Commission require an employability plan for each person applying for unemployment benefits.

(2) That the North Carolina Employment Security Commission require that the employability plan identify alternatives and training options, one of which must be selected in order to receive unemployment benefits.

(3) That the Employment Security Commission petition the State Board of Education and the State Board of Community Colleges to request local Boards of Education and Boards of Trustees to provide retraining for individuals identified by the Employment Security Commission.

(4) That the State Board of Education and the State Board of Community Colleges petition the Employment Security Commission to implement Recommendations (1) and (2) (above);

AND

That the State Board of Education and the State Board of Community Colleges petition the local Boards of Education and Boards of Trustees to provide the necessary retraining of individuals by the Employment Security Commission.

APPENDIX IX

EXECUTIVE SUMMARY

I. The first action of the Board of Governors Task Force on the Teacher Preparation Program Study should be to reiterate the role of The University in preparing teachers and that a new and specific commitment be made to specialty areas such as preparing vocational education teachers.

II. A "Lighthouse" Institute for Vocational Education should be established.

III. Teacher preparation should be enhanced in each of the constituent institutions of The University.

IV. The term "vocational education" ought to have a standard meaning among the educational enterprise.

V. A new method of certifying teachers and approving teacher education programs should be established.

VI. Subject matter competence and proficiency in teaching methods should be assured in the preparation of teachers.

VII. The standards for, and the preparation of, vocational education personnel should be essentially the same as for other educators.

VIII. The preparation of all future teachers should focus on the use of technological devices.

IX. A continuing, permanent "Study Group" should be maintained to focus attention on Teacher Preparation.

X. Teaching should be enhanced by establishing a professional compensation plan.

APPENDIX X

Recommendations Made in Sixteen Annual Reports: By Subject Area and Year

Recommendations (by subject area)	Year In Which Recommendation Made*														
	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84
1. Preservice and In-Service Training of Professional Personnel	1		2	1	3	1			1						
2. Resource Allocation	3			1	2	1			1						
3. Comprehensive Vocational Education Opportunities	1	1	1		1	2									
4. Articulation	2	1		1	2										
5. Goals, Objectives, Priorities in Planning Process	2		2	1											
6. Local Advisory Training and Committees		1	1	1	2							1			
7. Relationship Between SBE and SACVE		1	1		1	1									
8. Educating the Public (Public Information)		1	2		1										
9. Occupational Education in Private Schools, Business and Industry	1	1				1									
10. Evaluation and Information on Efficiency and Effectiveness of Programs	2					1				1					
11. Occupational Needs and Aspirations of Students				1	2										
12. Disadvantaged and Handicapped					1	1									
13. Interagency Involvement in Planning Process					1	1									
14. Guidance and Counseling					1	1								1	
15. Planning for Job Opportunities	1					1									
16. Job Placement and Follow-Up		1				1									
17. Youth Organization Activities		1			1										
18. Safety Practices			1		1										
19. Research of Finding and Dissemination of Findings					1	1									
20. Student Proficiencies					1	1									
21. Use of Planning Regions	1	1													
22. Comprehensive Long-Range Planning	1										1				
23. SBE Policies and Administrative Procedures Manual	1														
24. Equipment					1							1			
25. Extended Day Program						1									
26. Financial & Enrollment Data						1									
27. Development of Overall Statewide Policy							1								
28. Development of Master Plan for Vocational Education								1							
29. Curriculum Development									1						
30. Dropouts										1					

Recommendations by Subject Area	Year in Which Recommendation Made*															
	70	71	72	73	74	75	76	77	78	79	80	81	82	83	84	85
31. Technical Education Emphasized										1						
32. Adult Education Policy										1						
33. Influence Federal Education/Labor Legislation											1					
34. Policy for the Education of the Incarcerated											1					
35. Review Facility and Program Applications											1					
36. Emphasize Emerging Fields of Inquiry											1					
37. Determine Construction needs for Community Colleges												1				
38. Determine Value of Recommendations, 1976-80												1				
39. Decide Who Pays for Programs in the Public Schools													1			
40. Develop a Different Organizational Structure for the State Board of Education													1			
41. Non-Curriculum Emphasis in Community Colleges Institutions													1			
42. Increase Out-of-State Tuition in Community Colleges Institutions														1		
43. Establish Vocational Education as a High School Requirement														1		
44. Supply and Demand for Vocational Teachers														1	1	
45. Determine the Needed State Funds for Adult Basic Education														1		
46. Administer State Occupational Licensing and Certification Exams														1		
47. Exempt Unemployed Individuals from State Tuition and Registration Fees														1		
48. State Board to Provide More Effective Leadership															1	
49. Determine Duplication and Overlap between QAP, Certication, and Performance Appraisal															1	
50. General Assembly should restrict special bills for Community Colleges															1	
51. General Assembly to Exercise Its Authority JTPA															1	
52. General Assembly to Establish "Theft and Vandalism" Insurance Coverage															1	
53. Have Recommendations and Boards Responses Been Appropriate?																1

*The number signifies the total of the recommendation(s) dealing with specified subject area.

FREQUENCY OF RECOMMENDATIONS IN ANNUAL REPORTS BY MAJOR SUBJECT AREA

	Subject Area	No. Times Mentioned
1.	Preservice and In-Service Training of Professional Personnel	9
2.	Resource Allocation	8
3.	Comprehensive Vocational Education Opportunities	6
4.	Articulation	6
5.	Local Advisory Training and Committees	6
6.	Goals, Objectives, Priorities in Planning Process	5
7.	Relationship Between SBE and SACVE	4
8.	Educating the Public (Public Information)	4
9.	Evaluation and Information on Efficiency and Effectiveness of Programs	4
10.	Occupational Education in Private Schools, Business and Industry	3
11.	Occupational Needs and Aspirations of Students	3
12.	Guidance and Counseling	3
13.	Disadvantaged and Handicapped	2
14.	Interagency Involvement in Planning Process	2
15.	Planning for Job Opportunities	2
16.	Job Placement and Follow-Up	2
17.	Youth Organization Activities	2
18.	Safety Practices	2
19.	Research Findings and Dissemination of Findings	2
20.	Student Proficiencies	2
21.	Use of Planning Regions	2
22.	Comprehensive Long-Range Planning	2
23.	Equipment	2
24.	Supply of and Demand for Vocational Teachers	2
25.	SBE Policies and Administrative Procedures Manual	1
26.	Extended Day Program	1
27.	Financial and Enrollment Data	1
28.	Development of Overall Policy	1
29.	Development of Master Plan for Vocational Education	1
30.	Curriculum Development	1
31.	Dropouts	1
32.	Technical Education Emphasized	1
33.	Adult Education Policy	1
34.	Influence Federal Education/Labor Legislation	1
35.	Policy for the Education of the Incarcerated	1
36.	Review Facility and Program Applications	1

Subject Area	No. Times Mentioned
37. Emphasize Emerging Fields of Inquiry	1
38. Determine Construction Needs for Community Colleges	1
39. Determine Value of Recommendations, 1976-80	1
40. Decide Who Pays for Programs in the Public Schools	1
41. Develop a Different Organizational Structure for the State Board of Education	1
42. Non-Curriculum Emphasis in Community College Institutions.	1
43. Increase Out-of-State Tuition in Community College Institutions	1
44. Establish Vocational Education as a High School Requirement	1
45. Determine the Needed State Funds for Adult Basic Education	1
46. Seek to Administer State Occupational Licensing and Certification Exams	1
47. Exempt "Unemployed Individuals," Identified by the Employment Security Commission (ESC), from State Tuition and Registation Fees	1
48. State Board to Provide More Effective Leadership for Vocational Education	1
49. Determine Duplication and Overlap between OAP, Certification, and Performance Appraisal	1
50. General Assembly Should Restrict Special Bills for Community Colleges	1
51. General Assembly to Exercise Its Authority Over JTPA	1
52. General Assembly to Establish "Theft and Vandalism" Insurance Coverage	1
53. Have Recommendations and Board Responses Been Appropriate?	1
Total Number	115

NORTH CAROLINA ADVISORY COUNCIL ON VOCATIONAL EDUCATION
530 NORTH WILMINGTON STREET - WATSON HOUSE
RALEIGH, NORTH CAROLINA 27604
MEMBERSHIP 1986-87

Wayne Abele
Route 4, Box 59-C
Morganton, NC 28655

H. Michael (Mike) Britt
409 Lawndale Drive
Winston-Salem, NC 27104

Porcius Crank, Jr.
Post Office Box 127

Tommie B. Evans
610 Council Street
Fayetteville, NC 28301

Spencer Greene
5780 Gayray Street
Clemmons, NC 27012

Mamie Gunter
Route 16, Box 139 A-3
Goldsboro, NC 27530

Eddie Owen
Route 1, Box 382
Pisgah Forest, NC 28768

Robert Pearson
Route 3, Box 6
Carthage, NC 28327

J. Brian Roth
2317 Red Barn Lane
Charlotte, NC 28210

E. Thomas Satterfield
6233 Trowbridge Road
Wilmington, NC 28402

Bruce Shore
Route 3, Box 760
Dobson, NC 27017

Robert N. Weatherly
Route 1, Box 247
Hamlet, NC 28345

Charlie Wiygul
7509 Haymarket Lane
Raleigh, NC 27609

Dr. E. Michael Latta, Executive Director
Telephone 919/733-2064

Cost $320.56
Copies 300
Not Printed at State Expense